Office of the			
Solicitor, DOI			
(37) Draft EA with comments from Mark Rutzick, NOAA counsel	09/25/03	Draft EA contains comments from NOAA counsel Mark Rutzick	Attorney-Client Privileged
(38) E-mail from Lamont Jackson, NOAA to Michelle Morgan, FWS re: Urgent EA	09/29/03	E-mail included in the record but an attachment is withheld as it contains comments from counsel for NOAA.	Attorney-Client Privileged
(39) E-mail from Elizabeth Stevens, FWS to Rick Sayers, FWS re: new EA for the Counterpart Reg Package	09/30/03	E-mail is contained in the record but has one line redacted which speaks about DOI attorney review of the EA	Attorney-Client Privileged
(40) E-mail from Rick Sayers, FWS to Ann Klee, DOI re: new EA with comments from Mark Rutzick, NOAA counsel	10/07/03	Attachment to e-mail is withheld from the record as it contains comments from counsel for NOAA.	Attorney-Client Privileged
(41) E-mail from Mark Rutzick, NOAA counsel to Michelle Morgan, FWS re: Revisions to Final Healthy Forests Counterpart Rule	11/20/03	E-mail and its attachment is withheld as they reflect comments from counsel	Attorney-Client Privileged
(42) E-mail from Mark Rutzick, counsel for NOAA to Michelle Morgan, FWS re: final version of regs	11/21/03	E-mail is contained in the record but text has been redacted as text reflects comments from counsel for NOAA	Attorney-Client Privileged
(43) E-mail from Mark Rutzick, counsel for NOAA to Roger Eckert, NOAA OGC re: final version of	11/21/03	E-mail contains comments from two attorneys with the NOAA Office of General Counsel	Attorney-Client Privileged

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(44) E-mail from Michelle Morgan, FWS to Mark Rutzick, NOAA counsel re: final version of regulations	11/25/03	E-mail contains comments provided by Mark Rutzick, counsel for NOAA	Attorney-Client Privileged
(45) E-mail from Lynn A. Johnson, DOI Office of the Solicitor to Michelle Morgan, FWS re: ACA Agreement	02/27/04	E-mail contains a comment from counsel on the ACA.	Attorney-Client Privileged
(46) E-mail from Peg Romanik, Office of the Solicitor to Gary Frazer, FWS re: ACA	02/28/04	E-mail contains comments from counsel on the ACA	Attorney-Client Privileged
(47) E-mail from Rick Sayers, FWS to Marc Bosch, USFS re: ACA v.	03/01/04	E-mail contains an updated version of the ACA with comments from USFS counsel	Attorney-Client Privileged
(48) E-mail from Marc Bosch, USFS to Michelle Morgan, FWS and others re: ACA	03/01/04	E-mail contains comments made by USFS counsel.	Attorney-Client Privileged
(49) E-mail from Michelle Morgan, FWS to Peg Romanik, Office of the Solicitor re: ESA ACA	03/01/04	E-mail contains one comment from counsel that has been redacted	Attorney-Client Privileged
(50) E-mail from Michelle Morgan, FWS to Lynn Johnson, DOI Office of the Solicitor re: ACA Agreement	03/01/04	E-mail contains questions from FWS to counsel re: the ACA	Attorney-Client Privileged
(51) E-mail from Lynn Johnson, DOI	03/01/04	E-mail contains language drafted by	Attorney-Client Privileged

Office of the Solicitor to Michelle Morgan, FWS and others re: ACA		counsel, along with questions and comments from counsel relating to ACA	
(52) E-mail from Rick Sayers, FWS to Lynn Johnson, DOI Office of the Solicitor re: ACA	03/01/04	E-mail contains language drafted by counsel along with reaction of FWS to the proposed language.	Attorney-Client Privileged
(53) E-mail from Marc Bosch, USFS to Rick Sayers, FWS re: ACA	03/01/04	E-mail contains language drafted by USFS counsel Alan Groesbeck with reaction of USFS to the proposed language	Attorney-Client Privileged

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Attorneys for Defendants

IN THE UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

DEFENDERS OF WILD	LIFE, et al.)	Civ. No. 04-1230(GK)
	Plaintiffs,)	CIV. NO. 04-1230(GK)
v.)	
GALE NORTON, et al.,)	
	Defendants.) 	

DEFENDANTS' NOTICE OF FILING ADMINISTRATIVE RECORD FOR JOINT COUNTERPART ENDANGERED SPECIES ACT CONSULTATION REGULATIONS

PLEASE TAKE NOTICE that Defendants are hereby filing the Administrative Record of Defendants Donald Evans, U.S. Department of Commerce and William T. Hogarth, National Oceanic and Atmospheric Administration, for the Joint Counterpart Endangered Species Act Section 7 Consultation Regulations for National Fire Plan projects. Attached hereto as Exhibit 1

is the certification of William T. Hogarth, Assistant Administrator, National Oceanic and Atmospheric Administration. Attached hereto as Exhibit 2 is the Index to the Administrative Record, including an index of each document withheld on the basis of privilege.

Dated: February 11, 2004 Respectfully submitted,

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CERTIFICATE OF SERVICE

I hereby certify that true and correct copies of the Administrative Record of Defendants Donald Evans, U.S. Department of Commerce and William T. Hogarth, National Oceanic and Atmospheric Administration, for the Joint Counterpart Endangered Species Act Section 7 Consultation Regulations for National Fire Plan projects were served on the 11th day of February, 2005 by hand delivery to:

Eric R. Glitzenstein Meyer & Glitzenstein Suite 700 1601 Connecticut Ave., NW Washington, DC 20009

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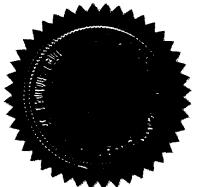
UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

DEFENDERS OF WILDLIFE, et al.,)
Plaintiffs,) CIV. No. 04-1230 (GK)
v .)
GALE NORTON et al.,	CERTIFICATION OF
Defendants.	ADMINISTRATIVE RECORD
· · · · · · · · · · · · · · · · · · ·	,

- I, William T. Hogarth, state the following:
- I am the Assistant Administrator, National Oceanic and Atmospheric
 Administration, National Marine Fisheries Service (NMFS).
- 2. I am the custodian of the documents in the possession of NMFS that make up the administrative record for the Joint Counterpart Endangered Species Act Section 7 Regulations for National Fire Plan projects; the Alternative Consultation Agreement to Implement Section 7 Counterpart Regulations between the USDA Forest Service, the National Marine Fisheries Service, and the U.S. Fish and Wildlife Service; and development of the related training program, which are the subject of litigation in this case.
- 3. I certify that, to the best of my knowledge, the annexed documents are a true and correct administrative record in this action. To the best of my knowledge, each document therein is a true and correct copy of the original document located in the files of NMFS.

Pursuant to 28 U.S.C. § 1746, I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed this 10th day of February, 2005.



WILLIAM T. HOGARTH

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Defenders of Wildlife et al. v. Norton, et al. Civ. No. 04-1230

ATTORNEY-CLIENT PRIVILEGED DOCUMENTS WITHHELD OR REDACTED FROM THE ADMINISTRATIVE RECORD FOR THE

NATIONAL FIRE PLAN ENDANGERED SPECIES ACT

SECTION 7 CONSULTATION COUNTERPART REGULATIONS, ALTERNATIVE CONSULTATION AGREEMENTS AND DEVELOPMENT OF TRAINING MODULE

Date	From	То	Subject
04/15/03	Barry Thom	Linda Kucera	E-mail forwarding version 2 of FR notice with comments from Mark Rutzick, NOAA Office of the General Counsel, dated 4/4/03 (withheld)
04/15/03	Rick Sayers	Lamont Jackson	E-mail forwarding version of FR notice with comments from Mark Rutzick, NOAA GC, dated 4/8/03 (withheld)
04/15/03	Rick Sayers	Lamont Jackson	E-mail forwarding version 31 of FR notice with comments from Mark Rutzick, NOAA GC, dated 4/11/03 (withheld)
05/27/03	Don Knowles	Mark Rutzick	E-mail containing e-mail communication from Andrew Emrich, U.S. Department of Justice, to Ruth Solomon, Office of Management and Budget, regarding counterpart regulations (partial redaction; remainder of document released)
09/25/03			Counterpart EA version 8 with Mark Rutzick (NOAA GC) comments (withheld)
no date			Final Rule with changes by Mark Rutzick (NOAA GC) (withheld)
no date			Counterpart regulations FR notice version 3 with Mark Rutzick (NOAA GC) revisions (withheld)
no date			Counterpart regulations FR notice version 6 with Mark Rutzick (NOAA GC) edits (withheld)
no date			Counterpart regulations FR notice version 7 with final Mark Rutzick (NOAA GC) edits (withheld)
no date			Counterpart regulations FR notice version 9 with Mark Rutzick edits (withheld)

no date	Counterpart regulations FR notice version 10 with Mark Rutzick edits (withheld)
no date	Counterpart regulations FR notice version 13 with Mark Rutzick edits (withheld)
no date	Counterpart regulations FR notice version 141 with Mark Rutzick edits (withheld)

Meyer & Glitzenstein

1601 Connecticut Avenue, N.W. Suite 700 Washington, D.C. 20009-1056

Katherine A. Meyer Eric R. Glitzenstein Howard M. Crystal Kimberly D. Ockene Tanya M. Sanerib

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March 9, 2005

By Email & First Class Mail

Kristen Byrnes Floom, Trial Attorney Mark Brown, Trial Attorney U.S. Department of Justice, ENRD Wildlife and Marine Resources Section P.O. Box 7369 Washington, DC 20044-7369

Re: <u>Defenders of Wildlife v. Norton</u>, Civ. No. 04-1230

Dear Kristen and Mark:

We have now had an opportunity to review the entire Administrative Records regarding the counterpart section 7 regulations challenged in this case. Unfortunately, as set forth below, we have serious concerns with regard to both the form and substance of those Records, especially the one compiled by the Fish and Wildlife Service ("FWS"). As discussed further below, these concerns need to be addressed before plaintiffs can file their motion for summary judgment in this case.

1. As to form, the FWS record for the counterpart regulations is in no shape to be used or cited effectively by either the parties or the Court. To begin with, the FWS has, inexplicably, failed to file or serve any index at all for four entire volumes of the Record (volumes 5-8). To make matters worse, as to these four volumes, there is no page numbering at all. Accordingly, it is simply impossible to effectively locate, cite to, or even understand many specific documents in roughly half of the FWS Record. And, even as to the partial index provided, while there is a column for "Page Number" – suggesting that the FWS, at some stage, intended to actually correlate the documents to page numbers – the column is entirely blank throughout the index.

 $^{^{1}}$ An example of a document that is impossible to understand without an index is the first document in Volume 5 – a set of handwritten notes with the phrase "Service comments" at the



The only explanation we have seen for this sorry condition of the FWS Record is a February 11, 2005 "Note" from FWS Records Officer Johnny Hunt, which is appended to the FWS's record certification. The "note" states that "Program has indicated the administrative record is complete – though the associated index may not be as comprehensive as is required. However, due to the expected receipt by DOJ, the index could not be updated to comprehensively reflect the record herein." (emphasis added). In other words, it appears that the FWS – and DOJ – realized that the record was in no shape to be used or cited, but instead of informing the parties and the Court to that effect (and seeking an appropriate extension to get the record in shape), the FWS record was simply filed and served in the inchoate state it was in at that time. It is not clear why the government opted to proceed in this unusual fashion but, in any event, the parties and the Court cannot make use of the FWS record until, at minimum, it is completely paginated, a comprehensive index is prepared, and the index correlates individual documents with page numbers in the record.²

- 2. Consistent with the foregoing point, given the unfortunate state of the FWS Record and index, it is impossible for us to determine whether all of the attachments referred to in various e-mails in the Record have also been included in the Record. In particular, Volumes 6 through 8, which are generically described as containing "interagency e-mails," contain a plethora of e-mails that, in turn, refer to attachments. However, the attachments do not follow the e-mails (several examples of such e-mails from Volume 7 are attached). While some of the attachments may be elsewhere in the record, it is impossible to ascertain whether this is the case for all (or even most) of the attachments to which the e-mails refer, especially in view of the lack of a comprehensive index. Accordingly, we need the FWS to ensure that all of the attachments referred to in the e-mails are in fact included in the Record and, once again, to prepare an index that allows us to verify that this is indeed the case.³
- 3. The FWS Record is missing specific documents that clearly should be included since they were undoubtedly "before" the agencies when they made their decision. <u>Puerto Rico Higher</u>

top. In the absence of an index, it is impossible to even know who prepared these notes or to what they refer.

² The FWS certainly knows how to prepare a usable Administrative Record since the record for the Lynx listing issue (as with prior Records on that issue) is sequentially bate-stamped for the entire record and has comprehensive indexes that correlate particular documents to specific page numbers. Likewise, while the NMFS record for the counterpart regulations is not bate-stamped on each page, it at least has numbers on each separate document and a comprehensive index that correlates these page numbers to each document in the record.

³ Once again, in sharp contrast, the NMFS Record does not suffer from this problem. Almost invariably, when the e-mails in that Record refer to an attachment, the attachment follows the e-mail immediately in the record.

Education Assistance Corporation v. Riley, 10 F.3d 847, 850-51 (D.C. Cir. 1993). In particular:

- **a.** The preamble to the final rule refers to the Clinton Administration's report entitled "Managing the Impact of Wildfires on Communities and the Environment," which was issued September 8, 2000. 68 Fed. Reg. 68255. However, that document is not included in the record.
- **b.** The preamble refers to President Bush's "Healthy Forest Initiative," which was "announced" in August 2002. <u>Id</u>. However, that document (or set of documents comprising the "Initiative") is not included in the Record.
- c. The final rule defines the National Fire Plan ("NFP") as the "September 8, 2000, report to the President from the Departments of the Interior and Agriculture entitled 'Managing the Impact of Wildfire on Communities and the Environment' outlining a new approach to managing fires, together with the accompanying budget requests, strategies, plans, and direction, and any amendments thereto." 68 Fed. Reg. 68264 (emphasis added). Once again, however, the Record does not include either the September 8, 2000 "report" or any of the "accompanying budget requests, strategies, plans, and direction, and any amendments thereto." Especially since the final rule defines the NFP by reference to these materials, they should certainly be included in the Record.
- d. The Record refers to documents reflecting several preexisting "streamlining" efforts involving the "Healthy Forests Initiative" and the NFP. For example, the FWS Record Vol. 4, p. H78 states that the "FWS and [NMFS] have already developed two guidance documents to assist in implementing the Healthy Forests Initiative . . ." (emphasis added). The prior page in the Record (H77) refers to "Finalization of guidance on 'Alternative Approaches for Streamlining Section 7 Consultation on Hazardous Fuels Treatment Proejcts (Oct. 11, 2002)" and "Finalization of guidance on 'Evaluating Net Benefit of Hazardous Fuels Treatment Projects (Dec. 10, 2002)." However, none of these obviously relevant "guidance" documents is in the Record, although they are referred to at various places in the Record. See also July 21, 2003 Memorandum from Acting Regional Director, Region 6, to Director (Record Vol. 5), at 3 ("The Service provided further direction on October 11, 2002, regarding streamlining specifically related to the NFP.").

Likewise, the September 30, 2003 Environmental Assessment ("EA") for the counterpart regulations states (at 4) that the "Services and Action Agencies have several agreements in place, for example the MOA on Section 7 Programmatic Consultation and Coordination," and then analyzes the relevance of those documents to the decision on whether to adopt the counterpart regulations. Once again, however, neither the "several agreements," nor the specific example referred to, are included in the Record, although they are specifically referenced in the EA and are important to understanding that document. Similarly, a memorandum from Region 6 (in Vol. 5) states (at 3) that the "[t]he Forest Service, Bureau of Land Management, the Service, and [NMFS] signed a Memorandum of Agreement on August 30, 2000, committing to working

closer together to improve the interagency consultation process under the ESA." The memo describes this and other documents as establishing "elaborate systems of streamlining section 7 consultations," including with regard to NFP projects. Yet, again, none of these documents are included in the Record although they are repeatedly referred to in the Record and bear directly on the issues under review.

The NMFS Record also refers to "Fuels Treatment Streamlining Guidance" and "Joint Consultation Guidance" and sets forth specific dates by when those documents were expected to be completed. See NMFS Record Vol. 1 at Doc. 26, pp. 3-4. However, these documents – which may or may not be the same as the ones referred to in the FWS Record – are also not included in the NMFS Record.

Consequently, we request that the FWS and/or NMFS Records include the August 30, 2000, October 11, 2002, and December 10, 2002 documents, as well as all of the other guidance documents, MOAs, and similar documents referred to in the above paragraphs.

- **e.** The FWS record (Vol. 1, p. A09), refers to a "75 page document" of the "activities" encompassed by the NFP. However, although the e-mail suggests that the document is "[a]ttached," it does not follow the e-mail in the Record, and we have been unable to find any such document in the FWS Record. The NMFS Record, however, also includes an e-mail reference to a "75 page list of activities" and does attach a document. <u>See</u> Vol. 1 at 35. If this is the same document referred to in the FWS Record, please confirm that that is the case.
- **f.** The partial index refers to a February 7, 2003 document described as "Morgan's meeting notes from meeting with large group and Klee." However, that document is not present in Volume 1, where other, similarly dated documents can be located. Accordingly, that document should either be provided or, if it exists elsewhere in the Record, please identify its location.
- **g.** The comments from American Wildlands (in Vol. 5) appear to be missing one or more pages.
 - **h.** The comments from Grand Canyon Trust (in Vol. 5) is missing p. 3.
- i. An April 28, 2003 e-mail from Rick Sayers to Gary Frazer (near the end of Vol. 6 of the Record) states that "[s]ome in the field are asking questions about their opportunity to comment on the soon-to-be-proposed Healthy Forest Counterpart regulations," and recommends that "we could have the Director send a specific request for comments to the Field and compile in DCHRS. This option would mean our administrative record would reflect any comments submitted by the Field." However, the Record does not appear to contain such comments from the FWS Field Offices, nor does it reflect how this suggestion was resolved. If Field Office comments were in fact received and compiled in some form, they should be included in the Record. If Field Office comments were not received and compiled in the manner

recommended in the April 28, 2003 e-mail, please confirm that fact and, if there are any additional records bearing on the decision not to compile such comments, those documents should be included in the Record.

- **j.** The privilege log (but not the partial index) refers to a 11/19/02 e-mail from Rick Sayers to Gary Frazer, from which one paragraph is being withheld. However, we have been unable to locate this redacted document anywhere in the Record.
- **4.** The government has not furnished separate Administrative Records for the Forest Service, BLM, or any of the other "action agencies," although these agencies were extensively involved in the drafting of the regulation and identified in both the proposed and final rules as having "cooperat[ed]" in the "develop[ment]" of the regulations. 68 Fed. Reg. 68254. Hence, while the Records contain interagency communications between, e.g., the Forest Service and FWS/NMFS, they do not contain the intra-Forest Service (and other action agency) documents bearing on how or why those agencies which are purportedly the principal beneficiaries of the counterpart regulations decided to cooperate in the promulgation of the regulations, and expressly signed off on their issuance. Accordingly, we request that defendants provide a full explanation as to why separate, comprehensive Administrative Records for the action agencies have not been provided.

Moreover, even if the government can proffer some justification for not providing such Records pertaining to the <u>regulations</u>, plaintiffs have specifically challenged the "related ACAs and 'training' requirements." Complaint at ¶ 103. As you know, both BLM and the Forest Service <u>signed</u> the ACA's, which are agreements between those agencies and the FWS/NMFS. Accordingly, there is no plausible justification for submitting FWS and NMFS Records pertaining to the ACA's and training requirements – as the government has – but failing to produce such Records for the Forest Service and BLM.⁴

- 5. The FWS has withheld or redacted several e-mails that contain or reflect communications with OMB, as well as the Justice Department. See Privilege Log Nos. 21, 22, 23, 24, 26, 27, 28, 31, 33, 34, 35. While we have no objection to the withholding of communications with DOJ, there is no basis for redaction of communications with OMB. Accordingly, please confirm that all such communications have been included in the Record(s).
- **6.** Finally, the CD-Rom disc containing the "Comments on the Counterpart Regulations for Healthy Forest Service Initiative" is cracked and therefore unusable. Accordingly, we would

⁴ In this connection, we note that the government has invoked the attorney-client privilege with regard to several documents concerning the ACAs based on communications with counsel <u>for the Forest Service</u>. <u>See</u> FWS Privilege Log at 46, 48, 53. We fail to see how the government can invoke the attorney-client privilege with regard to counsel for the Forest Service – which presumes that the Forest Service was making a decision as to which its counsel was rendering advice – without producing a Record for that agency.

appreciate another copy of that disc.

We ask that you respond to all of the points outlined in this letter as soon as possible and by no later than March 16, 2005. Given the extent of the issues set forth above – and the fact that it is simply impossible to effectively use or cite to the FWS Record in its present form – plaintiffs will have little choice but to seek some extension in the current briefing schedule. However, in order to determine how extensive that extension must be, or whether plaintiffs must file a motion to supplement the record prior to, or along with, their summary judgment brief, it is imperative that plaintiffs have the government's responses to the foregoing points as soon as possible.

Sincerely,

Eric R. Glitzenstein Tanya Sanerib

ERG/ms

Attachment

cc: J. Michael Klise (by mail)



Delfinia Montano

08/04/2003 04:03 PM

To: Patrick Leonard/ARL/R9/FWS/DOI@FWS, Michelle Morgan/ARL/R9/FWS/DOI@FWS

CC:

Subject: Region 2 comments to proposed counterpart regulations

Here is the memo and the attached comments for your consideration. I expect the memo will be signed today by the RD without any changes.

Thanks,

Delfie

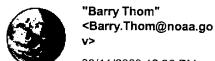


Transmittal memo counterpart regs...



regional comments to counterpart regulations

Delfinia M. Montano Regional Fire Consultation Coordinator U.S. Fish and Wildlife Service, Endangered Species P.O. Box 1306 Albuquerque, NM 87103 (505) 248-6401/Fax (505) 248-6788



To: Michelle Morgan < Michelle Morgan@fws.gov>

CC

Subject: blurb on Idaho Pilot

08/11/2003 12:36 PM

Michelle,

I quickly tried to summarize the new "batched" alternative for the EA. You can insert it if you wish. It basically allows for an annual review of a set of batched NLAA's that meet criteria established on a checklist. The Services then concur on the list of projects. The program does include training, reporting and review.

Take a look and see if it is worthy of the EA.

-barry

EA batched alternative.wp